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ABSTRACT

Representing over 72 different groups and agencies, 107 participants attended the May 29-31, 1979, National Seminar on Rural Education. Prior to the seminar, experts and practitioners in the fields of rural education and sociology were commissioned to produce 22 papers documenting, summarizing, and interpreting research and practice in 6 areas: equity for special rural populations; the financial status and needs of rural schools; vocational and career training in rural schools; delivery systems for rural educational services; assuring the quality of rural school programs; and linking rural development and rural education. The papers served as the focus of the seminar, the goals of which were to review, critique, and publish the papers and to establish and publish recommendations for a federal agenda on rural education. Participants approved a total of 28 recommendations calling for action to end neglect and descrimination against rural areas; provide special support for dealing with the unique problems of rural education; and recognize education as a critical component of any rural development strategy. The report presents the ERIC abstracts of the commissioned papers as they appear in "Resources in Education." The recommendations are presented in detail, including the results of the voting on each measure. (SB)

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May 29-31, 1979

PREFACE

Education in rural areas is a major component of the total educational system in the United States. Approximately one-third of all school children in the public schools are from non-metropolitan areas. However, several rural educators and members of Congress have expressed a growing concern that perhaps rural youth and adults do not receive a quality education and that, in many instances, federal education policy and legislation may contribute to this inequity.

The Department of Health, Education, and Welfare (specifically, the Office of the Assistant Secretary of Education, the Office of Education's Bureau of Elementary and Secondary Education, the National Institute of Education's Program on Educational Policy and Organization) and the U.S. Department of Agriculture's Science and Education Administration sponsored a National Seminar on Rural Education at College Park, Maryland, May 29-31, 1979.

In preparation for the seminar, 29 practitioners and experts in rural education and sociology were commissioned to develop 22 issue papers to review literature, research, and practice and make specific recommendations based upon their findings.

A summary of this first National Seminar on Rural Education, abstracts of the conference papers, and specific recommendations developed are included in this document.

It is hoped that this documentation of the condition of rural education will serve as a guideline for federal policy to improve education in rural areas.

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Frank A. Fratoe

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"Local Control and Self-Determination: The San Juan Case"
Keats Garman, Donald Jack, James Dandy

"Structural Approaches to Meeting Rural Educational Needs"
David P. Mack, E. Robert Stephens

"Service Delivery to Bilingual Population in Rural Areas"
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Assuring the Quality of School Programs in Rural Areas

"Staff Development in Rural Areas — Implications for Policy and Research"
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"Improving Rural Education: Past Efforts, Some Ideas for the Future"
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Linking Rural Development and Rural Education

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"Federal Education Programs and Rural Development Needs: An Unrealized Potential"
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CONFERENCE REPORT

On May 29-31, 1979, the first National Seminar on Rural Education was held at the University of Maryland Center for Adult Education. Sponsors were the Office of the Assistant Secretary for Education, the Office of Education, and the National Institute of Education of the Department of Health, Education, and Welfare, and the Science and Education Administration of the Department of Agriculture.

Twenty-two papers were commissioned in advance of the seminar and were used as the basis for discussions. One hundred and sixty organizations with interest in rural education were asked to send representatives, at their expense. The conference drew a registered attendance of 107, divided among congressional staff, representatives of various agencies of the executive branch, members of rural organizations, and individuals from numerous state departments of education, intermediate service agencies, and local school districts.

Goals of the seminar were as follows:

1. To review and critique the prepared papers
2. To prepare recommendations for a federal action agenda on rural education
3. To record votes of seminar participants on each recommendation in the proposed federal agenda

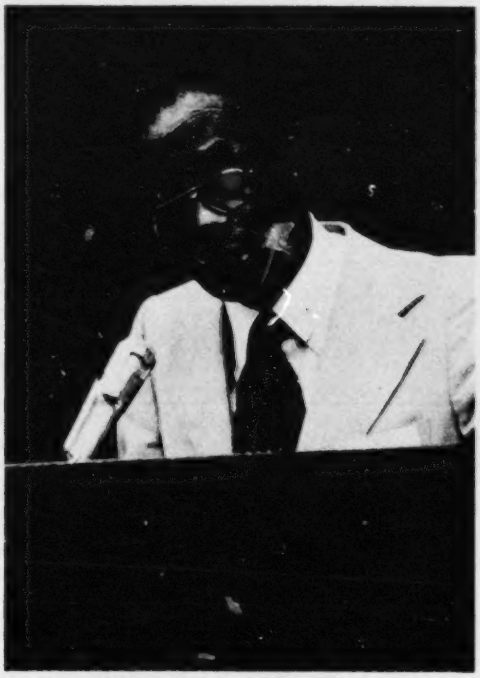
Following the seminar, two additional goals were to be accomplished:

4. To publish and disseminate to interested parties the proposed federal rural education agenda in order to stimulate discussion and refinement
5. To publish in various forms the papers commissioned for the seminar

BACKGROUND

For seven months before the National Seminar on Rural Education, representatives from several national organizations, government agencies, and congressional staff had been meeting in Washington to discuss the possibility of formulating a federal research and policy agenda for rural education. With the initial promise of support for a conference on rural education from Dr. Thomas K. Minter, deputy commissioner, Bureau of Elementary and Secondary Education, the idea for the seminar was born. Subsequently,

Reporting on recommendations



Thomas K. Minter, general conference chairman

additional funding was obtained from the other sponsoring agencies. The informal group which had been meeting became the seminar planning committee.

The planning committee chose to spend a large portion of funds set aside for the conference to support preparation of papers which would document, summarize , and interpret research and effective practice on selected topics related to rural education. The planning committee felt that any recommendations from the seminar would be more solidly based if papers were commissioned in advance.

COMMISSIONED PAPERS

Persons selected to prepare papers for the conference represented various areas of expertise: rural researchers were asked to bring together the most current ideas and findings in their area of work; state department of education personnel and others who specialize in service delivery to rural areas were commissioned to describe their approaches to working with rural areas and to recommend ways to improve service delivery; rural administrators and teachers involved in exemplary projects were asked for case studies; and federal policy analysts were commissioned to provide a broad national perspective on rural problems.

Each author was asked to summarize what was known about the topic area, to draw interpretive conclusions, and to make specific policy recommendations for a federal action agenda which would then serve as the basis for discussion at the seminar.

Papers were commissioned within six categories, and the conference was structured around these topics. Paper titles and authors, grouped by category, are listed below.

Equity for Special Populations in Rural Areas

"Education of Handicapped Children in Rural Areas"
Authors: Judy Schrag, Special Education, State of Idaho, and Lisa Walker and Lucrecia Swineborne Farago, Institute for Educational Leadership

"Education of Indian and Alaska Native Children in Rural Areas: New Horizons?"
Author: David P. Mack, National Institute of Education

"Equity for Migrant Children in Rural Areas"
Author: Charles de la Garza, Indiana Department of Education

"A Perspective on Delivering Educational Services to Special Populations: Black and Other Minorities"
Author: Kanawha Z. Chavis, Arlin, Inc., Red Oak, N.C.

Vocational and Career Training in Rural Schools

"Student Attainment in Relation to Rural Education"
Author: Arthur Cosby, Texas A&M University

"Traditional Values/Contemporary Pressures: The Conflicting Needs of America's Rural Women"
Author: Faith Dunne, Department of Education, Dartmouth College

"Educational Training Programs and Rural Development"
Author: Frank A. Fratoe, U.S. Department of Agriculture

"Rural Voc's for Rural Folks: Vocational Education in the Country"
Author: Stuart A. Rosenfeld, National Institute of Education

The Financial Status and Needs of Rural Schools

"Funding Mechanisms and Their Effects on Rural Areas: Analysis of Two Federal Programs"
Authors: Gail Bass and Paul Berman, Rand Corporation

"Energy and Rural Schooling"
Authors: Edward Stephan, Wayne Worner, and Robert Pusey, Virginia Polytechnic Institute and State University

"Student Achievement in Rural Schools: A View from the National Assessment Data"
Author: Wayne H. Martin, National Assessment of Educational Progress, Education Commission of the States

Participants ponder the issues.

Delivery Systems for Educational Services to Rural Areas

"Service Delivery to Southern Black Population in Rural Areas"
Author: Theo J. Pinnock, Tuskegee Institute

"Local Control and Self-Determination: The San Juan Case"
Authors: Keats Garman, Northwest Regional Educational Laboratory, Portland, Oreg., and Donald Jack and James Dandy, San Juan School District, Monticello, Utah

"Structural Approaches to Meeting Rural Education Needs"
Authors: David P. Mack, National Institute of Education, and E. Robert Stephens, University of Maryland

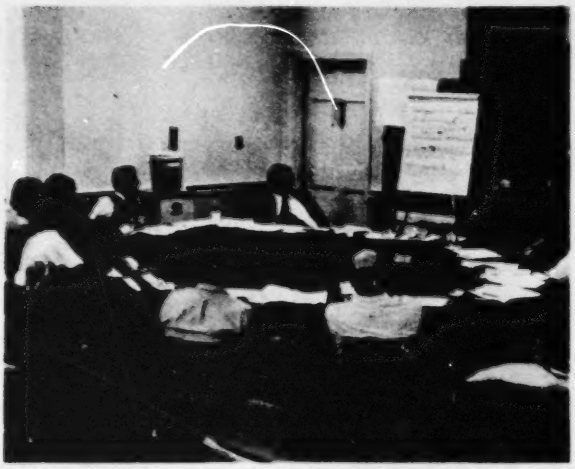
"Service Delivery to Bilingual Population in Rural Areas"
Author: William Banks, Lampasas Independent School District, Lampasas, Tex.

Assuring the Quality of School Programs in Rural Areas

"Staff Development in Rural Areas — Implications for Policy and Research"
Authors: Samuel J. Yarger and Gwen P. Yarger, Syracuse University

"Improving Rural Education: Past Efforts, Some Ideas for the Future"
Authors: Tom Gjelten, National Rural Center, and Paul Nachtigal, director of an NIE research project

"Federal Initiatives and Rural School Improvement: Findings from the Experimental Schools Program"*
Author: Robert E. Herriott, Abt Associates, Inc.



Small group discussion of a paper

Linking Rural Development and Rural Education

"Rural Education and Rural Development"
Author: Luther Tweeten, Oklahoma State University

"Federal Education Programs and Rural Development Needs: An Unrealized Potential"
Authors: Gail Parks, National Rural Center, and Gordon Hoke, University of Illinois

"The Educational Effects of Rapid Rural Population Growth"
Authors: Peggy J. Ross and Bernal L. Green, U.S. Department of Agriculture

"Education in Rural America: Object or Instrumentality of Rural Development"
Author: Daryl Hobbs, University of Missouri, Columbia

REGISTRATION STATISTICS

107 persons registered for the conference

64 persons who registered described themselves as identifying with rural people

34 persons who registered described themselves as identifying personally with urban people

26 individuals are presently located in rural settings

32 individuals who came to the seminar reside in the Washington, D.C., area

15 individuals live in other metropolitan areas

Professional affiliation of participants:

local education agency	11
private association	13
intermediate education agency	3
college or university	22
professional association	12
state education agency	4
legislative branch	2
executive branch	22

Registration forms identified representation from 72 different groups or agencies.

* Permission to abstract and put in ERIC was not given by the sponsoring agency.

Organizations

Abt Associates (AA)
Clearinghouse for Community-Based Free-Standing Educational Institutions (CBFSE)
ERIC — Clearinghouse on Rural and Small Schools (CRESS)
Institute of International Education (IIE)
Mid-Continent Regional Laboratory (MCRL)
National Center for Research in Vocational Education (NCRVE)
National Rural Center (NRC)
Nation's Schools Report (NSR)
Northeast Regional Center for Rural Development (NRCRD)
Northwest Regional Educational Laboratory (NWREL)
Rand Corporation

Colleges and Universities

Auburn University, Auburn, Ala.
Colorado State University, Ft. Collins
Cornell University, Ithaca, N.Y.
Dartmouth College, Hanover, N.H.
George Washington University, Washington, D.C.
Kansas State University, Manhatten
Lord Fairfax Community College, Middletown, Va.
Oklahoma State University, Stillwater
Pennsylvania State University, University Park
Syracuse University, Syracuse, N.Y.
Southern Connecticut State College, New Haven
Texas A&M University, College Station
Tuskegee Institute, Tuskegee, Ala.
University of Illinois, Champaign
University of Maryland, College Park
University of Missouri, Columbia
University of Vermont, Burlington
University of Wisconsin Extension

Private and Professional Associations

American Association of Community and Junior Colleges (AACJC)
American Association of School Administrators (AASA)
American Farm Bureau Federation (AFBF)
American Personnel and Guidance Association (APGA)
American Vocational Education Association (AVA)
Association for Educational Communications and Technology
Association of Seventh Day Adventist Educators (ASDAE)
Education Commission of the States (ECS)
Elementary Education Association (EEA)
Future Farmers of America (FFA)
International Association of School Business Officials (IASBO)
National Advisory Council on Women (NACW)
National Assessment of Educational Progress (NAEP)

Developing recommendations in discussion group

Voting on recommendations

National Association of Elementary School Principals (NAESP)
National Congress of Parents and Teachers (NCPT)
National Council for the Social Studies (NCSS)
National Council of State Legislators (NCSL)
National Education Association (NEA)
National Farm Bureau Federation (NFBF)
National Organization of County and Intermediate Education Service Agencies (NOCIESA)
National School Boards Association (NSBA)
National Vocational Agricultural Teachers Association (NVATA)
People United for Rural Education (PURE)
Rural America, Inc. (RA)
Rural Education Association (REA)

Federal Government

U.S. Senate
U.S. House of Representatives
  Education and Labor Committee (ELC)
Department of Health, Education, and Welfare (DHEW)
  Assistant Secretary for Education (ASE)
    Office of Education (OE)
      Bureau of Elementary and Secondary Education (BESE)

Norman E. Hearn (right), seminar cochairman, introduces luncheon speaker John H. Rodriguez (center).

- Division of Education for the Disadvantaged
  - Migrant Education Branch
  - Division of State Assistance Educational Programs
- Bureau of Occupational and Adult Education (BOAE)
- Bureau of Education for the Handicapped (BEH)
  - Regional Offices (Regions I, III, VI, VII, VIII, IX, X)
- National Institute of Education (NIE)
- U.S. Department of Agriculture (USDA)
  - Science and Education Administration (SEA)
  - Economics, Statistics, and Cooperatives Service (ESCS)
- U.S. Department of Energy

STRUCTURE OF THE SEMINAR

After welcoming remarks by Commissioner Ernest L. Boyer of the Office of Education and Dr. Thomas K. Minter of the Bureau of Elementary and Secondary Education and a keynote address by Professor Daryl Hobbs from the University of Missouri, conference participants broke into six working groups according to the categories of the papers.

Each group represented a cross section of rural educators: teachers/administrators; federal, executive, and legislative branch personnel; professional association representatives; and college and university faculty. There were approximately 14-16 persons in each work group.

During the first half day (Tuesday afternoon), authors of papers presented their findings, summarized the body of information from the papers, and answered questions. During the second half day (Wednesday morning), work groups determined areas within which they wished to develop recommendations for federal action. During lunch on Wednesday, John H. Rodriguez, associate commissioner for Compensatory Education Programs, and Mary Condon Gereau, legislative assistant to Senator John Melcher of Montana, spoke about rural education from their perspectives in the executive and legislative branches. During the third half day (Wednesday afternoon), work groups wrote out their recommendations.

PREPARATION OF FINAL RECOMMENDATIONS

The recommendations as drafted by the work groups were brought to a meeting of a special task force Wednesday evening. The task force consisted of the seminar planning committee and representatives fron each of the work groups. In a three-hour session, recommendations were categorized, duplications eliminated, similar recommendations combined, and a synthesis document prepared for the Thursday morning plenary session.

Recommendations as drafted by participants and edited by the task force were voted on one by one in the plenary session. It was apparent that a few needed more extensive editing than could be made from the floor. A vote was taken on all recommendations that were acceptably written and all passed, most unanimously. A suggestion was made to rewrite or redraft the unacceptable recommendations, with voting on those to be made by mail.

While all but a few of the recommendations prepared at the conference were accepted by participants, it was apparent that the speed of preparation made careful editing impossible and that the recommendations in their conference form probably did not "hang together" well enough to make a finished document. The planning committee was, therefore, given authority to make such changes and modifications as might be necessary. The conference closed with an address by Jonathan Sher, presently at the Center for Educational Research and Innovation, Organization for Economic Cooperation and Development, Paris, France.

The planning committee subsequently found that more than technical editing changes were necessary and reorganized recommendations into their present form. Since the changes in form were extensive (though substance was preserved in almost every case), the entire set of recommendations was resubmitted by mail for a vote from registered participants. All were passed overwhelmingly.

A final questionnaire returned by mail with votes on recommendations indicated almost universal satisfaction with the seminar.

ABSTRACTS OF PAPERS

This section contains abstracts of the rural education seminar papers as they appear in *Resources in Education* as ERIC abstracts publications. The ERIC ED number appears at the end of each abstract. Complete copies of each paper may be obtained in microfiche form from any ERIC collection or ordered from ERIC Document Reproduction Service, Computer Microfilm International Corporation, 3030 N. Fairfax Drive, Suite 200, Arlington, Va. 22201, in either fiche or paper copy.

EQUITY FOR SPECIAL POPULATIONS IN RURAL AREAS

Education of Handicapped Children in Rural Areas

AUTHORS: JUDY SCHRAG, LISA WALKER, LUCRECIA SWINEBORNE FARAGO

ABST: A complex and multifaceted problem faces those seeking to provide special education to the thousands of handicapped children residing in the nation's rural areas. The major challenge facing rural administrators is how to deliver special education effectively to small numbers of handicapped children who are probably scattered geographically. A rural district may contain a wide range of handicapped conditions spread over multiple grade levels; few teachers can deal with such a diverse array of conditions. Rural districts tend to be those lowest in income and cannot easily supply facilities or special equipment or recruit specialists to provide the range of special educational services required by state and federal laws. Regionalization of several school districts can allow for a wider range of services, but often the distances involved are prohibitive. Federal, state, and court mandates have given rise to a number of training, analysis, and resource coordinating activities, and the 1970s have been a time of great expansion and change in special education for rural areas. The U.S. Bureau of Education for the Handicapped has invested in such endeavors as 16 Regional Resources Centers, 19 Direction Service Centers, and a number of collaborative agreements with other major federal agencies. Efforts undertaken within individual states are described at the conclusion of this document and the author lists a number of recommendations for future efforts. (DS)

ED 172982

Education of Indian and Alaska Native Children in Rural Areas: New Horizons?

AUTHOR: DAVID P. MACK

ABST: Recent organizational changes in the Bureau of Indian Affairs (BIA), as well as the formation of Alaska's Rural Education Attendance Areas (REAAs), have important implications for the education of rural Native American children. The Title XI Education Amendments passed in November 1978 (P.L. 95-561) aim at solving some of the administrative problems caused by distance, diversity, and isolation of BIA-operated and funded schools. The legislation requires structural changes that will result in: funding (based on an equitable formula) going directly to the school level, allowing for development of programs to meet special student needs and for greater local policy control; more flexible personnel staffing; improved efficiency and communication due to direct line authority from the Office of Indian Education Programs to the schools; and development and uniform policies and procedures as the basis for system planning, development, and evaluation. Thus far, greater local control has resulted from the development of Alaska's REAAs. Local Native Alaskan authorities may choose to transfer their BIA school to the REAA system, contract with BIA to operate the school, or remain in the federal system. Court-mandated secondary education is causing small, isolated high schools to proliferate, but solutions to that problem are being sought in such options as satellite instruction and regional resource centers. (SB)

ED 172973

Equity for Migrant Children in Rural Areas

AUTHOR: CHARLES DE LA GARZA

ABST: Economic pressures along with health, nutrition, housing, sanitation, and child labor problems contribute in large measure to the plight of the migrant population. The incomplete and fragmented education migrant children receive is further compounded by low expectations from teachers and inappropriate curriculums. Legislative action has attempted to address the special needs of migrants through numerous health assistance, housing, nutrition, job opportunity, and educational acts. The Migrant Student Record Transfer System was instituted to gather, store, and transmit student academic and health information. Although the national migrant program is working to provide solutions to migrant problems, findings from a review of the literature, research, and state evaluations indicate areas for improvement. Some recom-

mendations are that (1) the Migrant Student Record Transfer System Data Bank should be more timely and should also be used for gathering, analyzing, and synthesizing information for decision making, budgeting, assessment, etc.; (2) long-range plans for the national migrant program should be developed; and (3) duplication should be eliminated in agency services to maximize the use of resources. This report reviews relevant literature and research pertaining to the migrant population, reports on legislative actions, and makes recommendations for consideration in decision making and policy development. (DS)

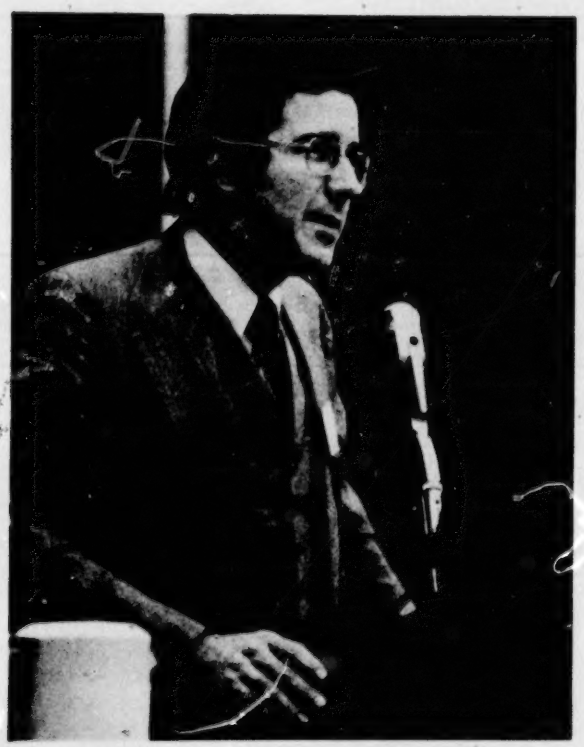
ED 172983

A Perspective on Delivering Educational Services to Special Populations: Black and Other Minorities

AUTHOR: KANAWHA Z. CHAVIS

ABST: For educational delivery systems to meet the needs of special rural populations of minority children, teaching and learning strategies must take into account the three factors of human identity, culture, and ruralness itself. Children who are members of special populations often have an even greater need than most children for recognition, acceptance, and development of self-esteem. Their racial and ethnic culture must be considered and they need to know about their own cultural heritage. Negative prejudices based on race, ethnic origin, and social class status permeate our educational system; these attitudes can damage self-concept, sense of environmental control, and students' interest. The individuality of students must be recognized, their respective backgrounds accepted and understood, and building done on the strengths the children bring to the classroom. The academic performance of minority children is also hampered by such teacher behavior as using inappropriate curriculum materials and expecting less of the children. These special populations of children frequently come from homes not oriented toward school, and educators must devise more creative, imaginative, and innovative approaches to teaching and learning. (The author has a distinctive perspective on the education of special rural populations as he speaks from his own experiences as a minority member, a person raised in the rural South, and as an educator.) (DS)

ED 172986



Jerry L. Fletcher, seminar cochairman

VOCATIONAL AND CAREER TRAINING IN RURAL SCHOOLS

Student Attainment in Relation To Rural Education

AUTHOR: ARTHUR COSBY

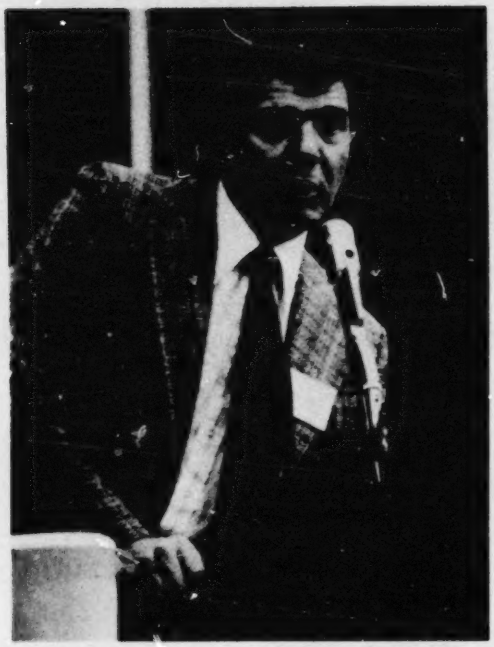
ABST: Structural and cultural inequalities hinder the attainment of approximately 25 million rural American youth. A characteristic lack of education and employment opportunities is combined with a restricted realm of attainment in rural areas. Rural people are negatively stereotyped by the mass society, as seen in an examination of linguistic terms describing rural people and activities. This results in cultural oppression with very real consequences in the competition for education and jobs. Social research findings regarding the positive relationship between attainment and social origin and the influence of "significant others" have positive implications for the success of rural youth programs that encourage achievement. Research on adolescent formation of adult attainment attitudes among rural youth reveals rigid sex stereotyping in occupational choice. This critical difference in the individual processes of achievement between rural males and females is a crucial target for program development. The single most effective policy alternative would be to explicitly identify the rural youth population as a special needs group in existing government programs. Research and development in the areas of occupational knowledge acquisition and transition from education to work in rural areas is needed. (SB)

ED 172981

Traditional Values/Contemporary Pressures: The Conflicting Needs of America's Rural Women

AUTHOR: FAITH DUNNE

ABST: Rural American women number well over 25 million and represent all socioeconomic and ethnic



Keynote address by Daryl Hobbs, director of the Rural Development Center, University of Missouri

classifications, yet they share a conservative orientation towards sex roles and appropriate life styles, characteristic social and geographic isolation, and the dilemma of how to manage the traditional demands of rural culture and the contemporary pressures to enter the labor force. Rural women of all ages need locally available educational services, including intensive literacy programs, job preparation programs (especially focusing on small business entreprenurial skills), and programs focusing on their rural values and heritage. They also need career planning to help with skills identification and development and sensitive counseling regarding their problems. Once trained, rural women need expanded and improved employment opportunities. The forceful implementation of existing federal policy could offset sex discrimination in public employment. Local education programs could help private employers reconsider their discriminatory practices. Finally, rural women need access to services or to information and training that will help compensate for the lack of services. Federal policy can help by providing research on rural women, good educational programs based on rural strengths and values, and independent funding of rural and metropolitan programs. (SB)

ED 172977

Education Training Programs and Rural Development

AUTHOR: FRANK A. FRATOE

ABST: The role of education in the human development of rural areas is considered by some to be the single most important thing that can be done to raise rural standards of living. Recognizing this need, the federal government has sponsored three types of training programs relative to rural development; each is the responsibility of a different agency. Career and vocational programs sponsored by the Office of Education use half a billion dollars annually on preparation of students for nearly all nonprofessional occupations. Employment training programs under the Comprehensive Employment and Training Act (CETA) include the Comprehensive Manpower Services, the Migrant Farmworker Program, the Native American Program, and the Job Corps. With a budget of $4.5 billion in 1976, these programs delivered such services as recruitment, counseling, training, placement assistance, and employment to those who could not find work. Extension programs deliver education in the categories of agriculture and natural resources, home economics, 4-H youth, and community resource development. This paper reviews implementations of the three types of education training programs in rural settings and discusses problems encountered both in terms of internal operation and external conditions. The analysis concludes with alternative policy directions as reflected in the literature on rural education training. (DS)

ED 172967

Rural Voc's for Rural Folks: Vocational Education in the Country

AUTHOR: STUART A. ROSENFELD

ABST: Rural conditions influence the implementation and effect of vocational education policies dealing with funding, accessibility, economics, and local values. By law, funding formulas must consider two criteria: relative district wealth, often determined by property values, which have a low correlation to median family income, and concentration of low-income families, which depends on the number applying for aid at often-inaccessible rural agencies or on historically underestimated rural unemployment rates. Inaccessibility and transportation problems can limit participation in rural programs consolidated in Area Vocational Centers, common in areas with dispersed populations. Rural vocational education may not provide diversified skill training to offset rural underemployment or skills essential for rural living, such as auto repair. Rural conservatism and values may block implementation of nontraditional federal policy, such as women's education. Self-employment, self-reliance, and wide-ranging skills are rural values which run counter to those implied by imposed schedules and industrial specialization. The Vocational Education Act of 1963 assumes urban and rural homogeneity, bases funding on unreliable criteria, disregards rural economics and values, and discourages rural schools from meeting many secondary vocational needs. (SB)

ED 172976

THE FINANCIAL STATUS AND NEEDS OF RURAL SCHOOLS

Funding Mechanisms and Their Effects on Rural Areas: An Analysis of Two Federal Programs

AUTHORS: GAIL BASS, PAUL BERMAN

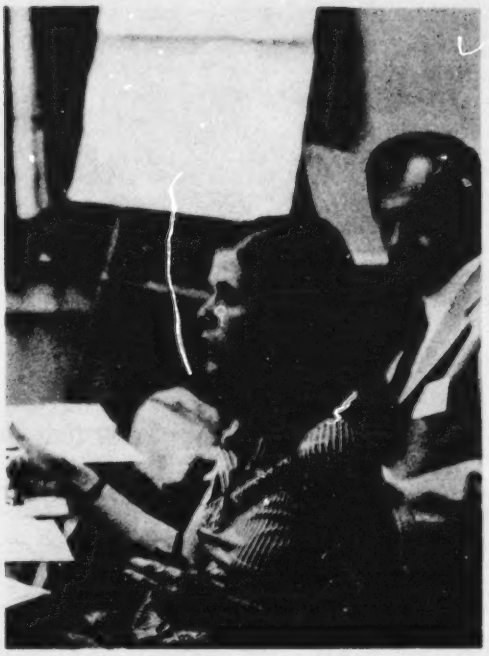
ABST: In recent years rural advocates have claimed that rural students do not get their "fair share" of the federal education dollar and that federal programs are sometimes poorly tailored to rural conditions. These claims of an antirural bias have led to a study of fiscal year 1977 federal funding patterns in the six sample states of Vermont, North Carolina, Georgia, Kansas, Maryland, and California. The study examines the distribution of federal funds between rural and nonrural school districts for two parts of the amended Elementary and Secondary Education Act of 1965; Title IVB of the act deals with libraries and learning resources and Title IVC deals with education innovation and support. Analyses were carried out using several alternative definitions of ruralness: the metropolitan/nonmetropolitan distinction and three finer-grained definitions. Preliminary findings indicate that Title IVB formulas are operating to provide rural districts in the sample states with at least a proportional share of federal funds and, in most cases, somewhat more. Even with a greater per capita share, however, a small rural district can buy fewer educational resources with its Title IVB grant than can a populous district with a lower per capita grant. Funding patterns of Title IVC, a competitive grant program, differ across states; funding in Georgia, North Carolina, and Maryland seems to favor rural areas while funding in California, Kansas, and Vermont may discriminate against rural regions. The study offers several recommendations for reducing the possible competitive disadvantages of rural districts in grant programs. (Author/DS)

ED 172969

Energy and Rural Schooling

AUTHORS: EDWARD STEPHAN, WAYNE WORNER, ROBERT PUSEY

ABST: A number of disadvantages cripple school efforts to face current energy shortages. Most schools were built at a time when energy was inexpensive and abundant, and their structural design gave little regard to energy efficiency. Coupled with poor maintenance programs, school facilities may waste as much as 25 to 50 percent of the energy used. As an increasing share of educational budgets is directed toward fuel expenses, higher student-teacher ratios and reductions in the quality of education will result. Extracurricular activities and community use of school facilities may be curtailed and short-time school closings and complete disruption of the educational process may even occur. Small rural schools are particularly hard hit.



Paper coauthor Gail Bass

Maintenance or conservation efforts are often assigned to personnel who have other full-time responsibilities. Apathy, limited technical knowledge, and lack of public support often stifle attempts to improve energy efficiency. Seldom is there sufficient administrative time or financial support to permit participation in energy clinics or workshops. An energy management program for developing energy-efficient schools is needed. This systematic approach would include assessment by experts of how much energy is used by a school, inspection of facilities to find conditions that cause energy waste, and funds, guidance, and technical assistance given to implement energy efficient improvements. (DS)

ED 172972

Student Achievement in Rural Schools: A View from the National Assessment Data

AUTHOR: WAYNE H. MARTIN

ABST: The National Assessment of Educational Progress (NAEP) was designed to measure knowledge, skills, and attitudes of young Americans at various ages in 10 learning areas and to measure educational attainment over time. Community categories used in NAEP research were High and Low Metro, Urban Fringe, Main Big City, Medium City, Small Places (population under 25,000), and Extreme Rural Areas (population under 10,000). Rural students at ages 9, 13, and 17 were enrolled at near the national average grade level. The home environment of 9-year-old rural students was similar to that of Urban Fringe students. At ages 13 and 17, the home environments were similar to Main Big City home environments. The baseline

data trend, substantiated by change data, was toward improved rural performance, to the point of reaching national performance levels for some ages in science, reading, functional literacy, and social studies. Exercise-by-exercise data should be examined to isolate strengths and weaknesses of rural students in various learning areas. The federal government should explore the possibility of conducting a migrant children assessment. NAEP should be provided with the necessary resources to increase the sample size for rural students to provide more detailed information about their educational achievement. (Author/SB)

ED 172986

DELIVERY SYSTEMS FOR EDUCATIONAL SERVICES TO RURAL AREAS

Service Delivery to Southern Black Population in Rural Areas

AUTHOR: THEO J. PINNOCK

ABST: Planning for viable rural communities must seek elements inherent in a well-kept American home: lights, water, telephone, employment of the household head, children in school, access to transportation, sufficient food, clothing, health care, recreation, etc. If a community falls short in these necessities, the "needs gap" is where effective service delivery systems operate. In Alabama, the Tuskegee Institute cooperates with philanthropic organizations and federal, state, and local governments in developing a wide variety of programs. A grant by the W.K. Kellogg Foundation established the Human Resources Development Center, which was designed to coordinate all outreach programs to address the needs of rural people in the 12 Black Belt counties of Alabama. The Mott Foundation aids community education; the Ford Foundation provides management training to certain agriculture cooperatives. Others involved in the institute's work include the Rockefeller, W. T. Morris, Ushkow and Twenty-First Century foundations as well as such organizations as the Heifer Project International, Lutheran Church, and Control Data Corporation. Federally supported social, education, and economic programs are also carried out; state and local governments lend what assistance they can. To truly understand rural conditions, a staff of institute people go into the rural areas, talk to the needy people, discern the actual problems, and determine what is being done or can be done to provide services. (DS)

ED 172984

Local Control and Self-Determination: The San Juan Case

AUTHORS: KEATS GARMAN, DONALD JACK, JAMES DANDY

ABST: Rapidly increasing Navajo enrollment in San Juan County, Utah, public schools in the 1960s forced the rural school district to improve educational services to a sizeable Navajo population while attempting to preserve local control in the face of changing Indian self-determination policy. The district implemented a Curriculum Development Center, a bilingual/bicultural program, and new staffing patterns. In 1974 the district also contracted with Northwest Regional Educational Laboratory for the Rural Futures Development (RFD) Strategy, a method of achieving significant educational innovation via broad community support while preserving local control. Six education agencies helped plan for the Strategy activities which included selection of four facilitators, needs assessment, identification of three School Community Groups (SCGs), determination of educational concerns, and facility planning. By 1979, when 50 percent of district Navajo students attended public schools, the RFD Strategy of community involvement had resulted in passage of a $7 million bond issue, construction of one high school and planning of another, SCGs in every county community, and increased communication between educators and the community. In addition, the district had produced many Navajo language instructional materials and employed Indians in professional and paraprofessional positions. (SB)

ED 172975

Structural Approaches to Meeting Rural Education Needs

AUTHORS: DAVID P. MACK, E. ROBERT STEPHENS

ABST: In recent years various structural approaches have been used in the United States to improve the delivery of elementary and secondary educational services to rural students. Post World War II interest in reorganization of local districts into larger administrative units has shifted to three other approaches popularized in the 1970s (each with supporters and opponents), i.e., provision of specialized services from decentralized state education agencies (SEAs), formation of special district education service agencies (ESAs), and development of education cooperatives. A current study of characteristics of 31 networks of all types of service agencies in 26 states reveals that a majority of the Special Districts ESAs are making more significant contributions of programs and services to public Local Education Agencies (LEAs) than a majority of the Regionalized and Cooperative ESA networks. Most Special Districts have a more comprehensive, faster-growing staff. Federal involvement in all three approaches appears crucial. Regional SEA/ESAs enjoy more state involvement and cooperatives have more public LEA involvement. The federal government should adopt a consistent funding policy for ESAs, and all districts should receive their fair share of services. Federal school improvement efforts should take advantage of the unique ability of ESAs to service rural schools. (SB)

ED 172974

Peggy Ross, cochairman of the session on rural development and coauthor of a seminar paper

Service Delivery to Bilingual Population in Rural Areas

AUTHOR: WILLIAM BANKS

ABST: In 1970-1972, a Texas high school in a bicultural community piloted a motivational program of English, language arts, and social studies skills designed to involve disadvantaged students (mostly Mexican-American) in positive, creative outlets to alleviate a negative self-concept. Four teachers plus Title I Migrant aides used a team-teaching approach to provide specialized counseling and raise student achievement to that of the peer group. Oral language development was reinforced using Buy's "Speaking By Doing"; reading improvement was based on the Westinghouse PLAN kit; and social studies programs were centered around thematic film units. Project evaluation consisted of standardized testing, teacher observation, and academic success of students in other classes. In 1976, the program was changed to 18 individualized quarter courses including media study, reading skills, economics, American culture, Mexican culture, and Spanish. Proration of all students into the courses eliminated stigma but caused problems due to the inflexible guidelines created by various federal funding agencies. Therefore, it was recommended that all federal funding programs should be consolidated, using Title I supervisors to regulate funding applications; all eligible students should be labeled "disadvantaged"; and annual funding should be based on the number of students plus a percentage of additional monies. Brief descriptions of several program courses are included. (SB)

ED 172985

ASSURING THE QUALITY OF SCHOOL PROGRAMS IN RURAL AREAS

Staff Development in Rural Areas — Implications for Policy and Research

AUTHORS: SAMUEL J. YARGER, GWEN P. YARGER

ABST: Federal policy and research regarding staff development in rural areas must take into consideration the inherent limitations in teacher inservice and preservice education, rural educational problems (limited human resources, migrant education, modern education services) that could be remedied by improved staff development, and the role of both the federal government and the schools in education and social reform. The primary role of rural schools is to instruct in basic content areas and career preparation, not to solve nonschool problems. Realistic federal policy, related to specifically targeted federal dollars, should: deal directly with rural isolation problems in the delivery of staff development programs; focus on the recruitment and training of promising residents of specific rural areas for teaching careers; support the development of specialized training programs for teachers of rural children; and support the development and implementation of teacher training programs for both early childhood and adult education. Four significant areas for future research are regional projections of future employment opportunities, baseline data concerning youth and community aspirations about school goals, delineation of specific areas of educational deficit to rural school children, and realistic appraisal of school capability to support change and provide impetus for improving general rural conditions. (SB)

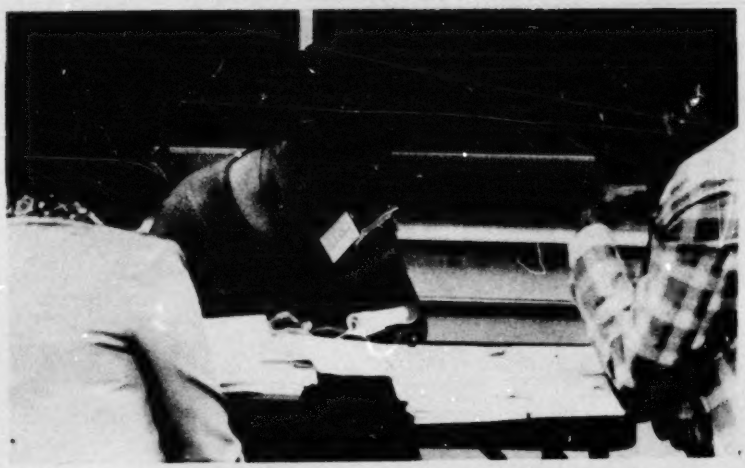
ED 172978

Improving Rural Education: Past Efforts, Some Ideas for the Future

AUTHORS: TOM GJELTEN, PAUL NACHTIGAL

ABST: Four different assumptions about the nature of rural education govern major strategies to reform its deficiencies: rural education is a problem because it is not urban; some small isolated schools are "necessarily existent"; small schools are desirable because of flexibility and responsiveness; and educational problems are independent of school size. An effectiveness study of 14 currently used U.S. rural education reform strategies reveals that successful strategies are highly congruent with community cultural setting and perceived needs, support and are supported by an important community sector, and are long lasting, low-budget programs. The "one-best system" approach often seen in consolidation efforts is unsuccessful because rural schools are unique in their values, staff, and perception of total education. Rural education would be improved with better leadership

Luncheon Speaker Mary Condon Gereau



Faith Dunne (center) Frank Fratoe, authors of Seminar Papers, discuss vocational and career training in rural areas with other participants.

and better teachers, access to services available to urban systems, more direct community involvement, heavily federally funded model systems, and more adoption of proven educational practices. State and federal education policy should consider rural community differences, rural education development capability should be nourished, and alternative solutions to rural education problems should be encouraged. (SB)

ED 172979

LINKING RURAL DEVELOPMENT AND RURAL EDUCATION

Rural Education and Rural Development

AUTHOR: LUTHER TWEETEN

ABST: Measures such as years of school completed, functional illiteracy, grade retardation, and percent of youths attending college indicate that schooling attainment in nonmetro areas falls short of that in metro areas. However, this is not to say that rural children on the average attend inferior schools or rank low in schooling attainment, for the discrepancies largely disappear when adjustments are made for migration patterns and the lower socioeconomic status of rural students and parents. Deficiencies in rural schools are primarily concentrated in low income areas and among minorities. School quantity and quality can be improved through federal development of remedial programs, student retention programs, and supplementary funds. Additional schooling could enable white rural males to close the gap between their earnings and the amount earned by their metro counterparts. However, for females and black males, education alone would not reduce the large shortfalls in earnings; public policy must also focus on ending race and sex discrimination in jobs, on job creation in depressed rural areas, and on improved methods of funding schools. Progress in schooling attainment depends on the socioeconomic position of parents and communities. Improving education alone is not sufficient to provide solutions to rural poverty and underemployment. Job development and expansion of the economic base are needed along with investments in human resources. (Author/DS)

ED 172971

Federal Education Programs and Rural Development Needs: An Unrealized Potential

AUTHORS: GAIL PARKS, GORDON HOKE

ABST: The United States government has no true national rural policy toward education and rural community development. The need exists for the federal government to assume a different role in these areas from what it has traditionally played. In the past the federal education enterprise has failed to relate the design, purpose, or implementation of its programs to the needs of rural Americans. Rural school districts thus continue to lag behind urban areas with respect to federal funds. When access to federal programs depends on number of disadvantaged students rather than proportions, small rural schools often lose out to affluent metropolitan ones. Federal policies are often based on preparing students for an urban life rather than answering the needs of a rural setting. Rural

communities are in great need of institutions that will strengthen rural life, serve all members of all ages in the community, and link education to other social services and economic enterprises within the area. Education must be linked with other rural development activities, and rural development itself should be based on comprehensive rural studies rather than on applications of urban models as determinants of rural life. This document discusses rural problems, explores shortcomings in U.S. policy, and examines a number of successful rural community development efforts. Specific recommendations to improve federal programs in education and rural community development are also given. (Author/DS)

ED 172970

The Educational Effects of Rapid Rural Population Growth

AUTHORS: PEGGY J. ROSS, BERNAL L. GREEN

ABST: Rapid population growth in rural areas has confronted rural communities and particularly rural educational systems with a number of problems. Sudden, large increases in students crowd school facilities and strain budgets. The different values, attitudes, and orientations toward education of the newcomers act as a catalyst for changes and can cause conflict within the community. In 1978 the U.S. Department of Agriculture studied two communities confronted by such drastic, rapid population growth. In both cases the educational system was afflicted with student overload and crowded facilities. The town of "Reliance" had not experienced economic growth commensurate with its population boom and voters there were unwilling to bear increased taxation for schools. Unsatisfactory stop-gap solutions to overcrowding led to even greater dissatisfaction and negative attitudes among community members. The mining boom town of "Appaloosa" did have a strong economic base and townspeople there worked together to secure improved facilities, more teachers, and stronger school programs. The two community case studies include discussion of general community settings, the educational systems as impacted by rapid growth, school-community relations, and ways school districts and communities coped with the impacts. (Author/DS)

ED 172968

Education in Rural America: Object or Instrumentality of Rural Development

AUTHOR: DARYL HOBBS

ABST: Rural schools have had a traditional role as major vehicles of rural economic development. During the rapid economic changes of the 20th century, rural schools supplied the literate migrants who flocked to the cities to become the human capital for urban-based expansion. Rural schools also provided the literate farmers who stayed at home and instituted commercialized agriculture. Massive dislocations of people led to a significant depletion of capital in rural areas and a disadvantaged population of "people left behind." Now, research and policy attention is needed to redress inequities between rural and urban schools. The environment in which rural schools function has six points of differentiation from that of the city: (1) rural heterogeneity; (2) patterns of decision making or leadership in the community; (3) broader functions of the school; (4) less institutional separation within the community; (5) marked demographic and economic differences in the population; and (6) distinctive features of the rural economy. Rural schools also differ from their city counterparts as they face special problems with regard to staffing, curriculum, financing, vocational education, and the question of "best" school size. While rural schools should be an objective of rural development, they may also serve to contribute to it in a number of ways as they produce both economic and noneconomic benefits to rural inhabitants. (DS)

ED 172966

RECOMMENDATIONS

The recommendations of the national rural education seminar in no way represent official policy of the federal government nor official endorsement by any of the organizations with which those who attended are associated.

PREAMBLE

Rural Americans have a strong and legitimate right to have their rural values and rural life ways respected and enhanced. It is crucial for the federal government to attend to the well-documented pressing needs of rural people who live in areas characterized by severe economic decline, widespread poverty and unemployment, and low educational attainment but to do this in a way that is carefully designed to preserve indigenous rural values. A national policy of rural development is long past due.

The federal government's education programs have often been characterized by neglect of the problems of rural education. The federal government's commitment to equity for all children should mean that discrimination based on place of residence and sparsity of population will no longer be tolerated.

In addition, rural schools have a unique contribution to make to the solution of the nation's educational problems. Now that the difficulties of providing high quality education in a very large comprehensive school are increasingly apparent, the nation needs the knowledge of how to have effective education in smaller, more humane units.

Individuals and organizations who participated in the first National Seminar on Rural Education call for actions to

1. End neglect and discrimination against rural areas
2. Provide special support for dealing with the unique problems of education within rural areas
3. Recognize education as a critical component in any strategy of rural development

I. EQUITY AND QUALITY FOR RURAL EDUCATION

A. Elimination of Antirural Bias

RECOMMENDATIONS

Conference Vote For	Against	
45	18	**1. The president should issue an executive order directing the examination of existing and pending education policies, legislation, and regulations to eliminate any discrimination against, or neglect of, rural populations.**
54	10	**2. A federal interagency coordinating body should be established to facilitate the concentration of responses to rural needs by groups and agencies concerned with the delivery of educational and support services to rural populations.**
53	10	**3. An Office for Rural Education should be established within the Education Division of the Department of Health, Education, and Welfare (DHEW), and each of the agencies and regional offices within the Education Division should appoint at least one rural education officer to work with that office.**

EXPLANATION

In the past, rural populations have often been neglected and often discriminated against. These antirural attitudes and practices are presently found in many policies, legislation, and recommendations, across all departments of the federal government. A presidential executive order would facilitate most rapidly a comprehensive examination of such antirural bias and its elimination.

Because federal legislation and regulations rarely contain explicit provisions for rural areas, many affect rural areas in unforeseen ways. In addition, different pieces of legislation with explicit rural emphases are often implemented in conflicting and overlapping ways. Some coordinating body is needed to deal with these situations.

Even given these steps, each agency needs an explicit rural presence, a rural ombudsman, or rural interests will tend over a time to be overlooked or

disregarded. Among the responsibilities of rural education and the rural education officers would be

1. Assuring that information on federal discretionary programs is disseminated to rural districts and adquate assistance is provided in preparing applications and proposals

2. Monitoring programs to assure that rural districts receive a fair share of federal monies

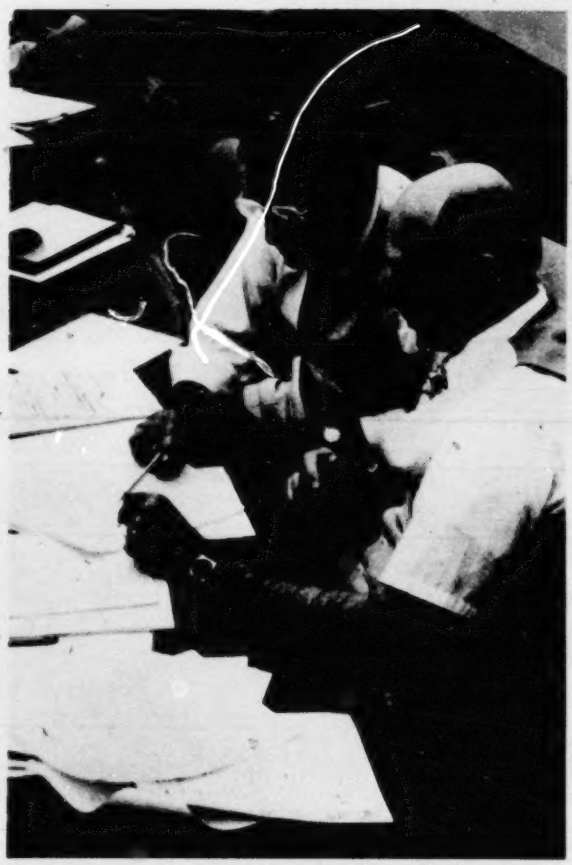
3. Revising, as needed or required, guidelines, regulations, and program designs so that the unique conditions of rural education are accommodated in each program

B. Special Populations in Rural Areas

RECOMMENDATIONS

For	Against
60	3

4. The impact of federal financing formulas and other funding mechanisms should be examined to provide maximum local flexibility in dealing with the needs of special rural populations.



Drafting recommendations

For	Against
55	7

5. Additional support in the areas of transportation, facilities, and delivery systems should be considered to enable rural districts to provide equitable services to special populations.

EXPLANATION

Often the financing formulas and other funding mechanisms used to distribute federal resources fail to account for the conditions in small rural districts, thereby making it nearly impossible for a rural district to qualify, or else imposing severe and counterproductive constraints on the way in which they are required to utilize the resources.

In addition, even an equal share of federal funds, on a per pupil basis, will often be insufficient to overcome the diseconomies of scale involved in providing special rural populations with services comparable to those available in urban and suburban areas. Some additional incentives and compensating factors are needed.

EXAMPLES

The commissioner should consider such steps as

1. Revising funding mechanisms in categorical programs (e.g., using subcounty allocations for Title I; eliminating the necessity to generate $7,500 in P.L. 94-142; using proportions of students in a given locale rather than number of students as the criterion)

2. Examining state plans where required by federal law to assure equity for rural special populations by requiring, if necessary, a sparsity factor in state formulas

3. Providing rural set-asides and special rural competitions for federal funds

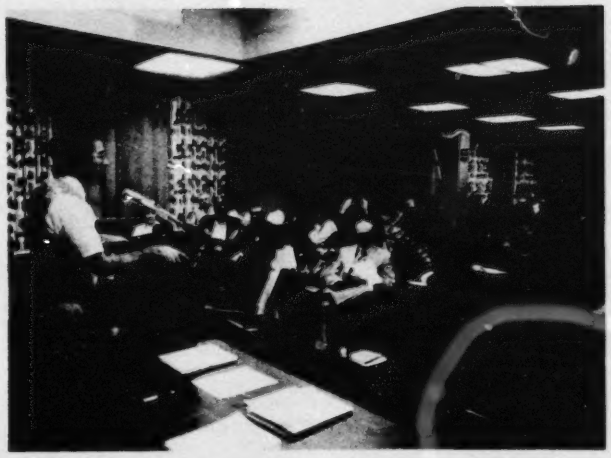
C. Enhancing Local Initiatives

RECOMMENDATIONS

For	Against
58	5

6. The federal government should encourage, but not direct, the development of locally relevant curricula through the provision of resources to support rural educators in collecting data, reviewing and adapting, or generating new materials appropriate to local needs, and obtaining appropriate training.

56	7	**7. The federal government should encourage and support community-based educational organizations and initiatives, particularly those serving traditionally neglected populations.**
61	2	**8. Technical assistance should be provided to rural school districts to compete on a more equitable basis for competitively awarded program funds.**
58	5	**9. The federal government should support communication networks which will invite and encourage the sharing of information among all rural education efforts and between such efforts and all levels of government.**



Seminar cochairman Jerry L. Fletcher presiding

EXPLANATION

Widespread evidence supports the need for involving local people in adapting or developing educational improvement efforts. Noninvolvement virtually guarantees lack of implementation and impact. However, the expertise and manpower are often unavailable and the costs are too high for rural schools and communities to collect and adapt, or develop, locally relevant materials. Special support is needed. Often the appropriate and effective delivery of educational services to rural areas requires more than the traditional formal education system, particularly to reach populations who have been poorly served. Community-based educational organizations have proven viable and effective mechanisms for reaching such populations in rural areas.

Recent evidence suggests that in competitive grants programs in particular, rural areas are awarded less than a fair share of the federal grants dollars. Since small districts have few personnel available who have the time or expertise to develop competitively strong proposals, administer federal programs, and respond to data requests and reporting these limitations, technical assistance in competing and administering are needed.

At present, rural school districts and rural colleges generally have limited ways of communicating the unique needs of a rural system to state and federal agencies. Conversely, no clear channel of communication exists from the federal level and the states to rural school districts. Deliberate efforts are needed to create such communication mechanisms.

EXAMPLES

Among the activities which the federal government should undertake are

1. Supporting the development of rural teachers' skills and knowledge to do curriculum adaptation or development work through such strategies as the funding of itinerant "master" teachers, summer teacher training seminars, and the designation of particularly successful rural teachers to work with other teachers in their state or region

2. Revising the eligibility procedures for institutional participation under various laws, such as the Higher Education Act, to include community-based programs, particularly those serving traditionally neglected populations

3. Allowing educational service agencies to provide technical assistance and administrative support to a group of rural districts in competing for and carrying out federal projects (see recommendation 18)

4. Sponsoring a seminar and continuation of the conference as a forum to discuss the impact of proposed and enacted federal legislation, regulations, and policies on the rural school context, including such factors as form design, fund distribution mechanisms, and evaluation procedures for rural schools and rural colleges

5. Providing a mechanism through which needs could be assessed, priorities identified, and other input solicited from rural schools and districts within states, regions, and across the nation

6. Supporting a network of rural schools and rural colleges in each state and region for the purpose of sharing useful and appropriate information on a variety of topics and concerns facing rural schools

7. Using professional organizations, such as the American Association of School Administrators (AASA), the National School Boards Association (NSBA), the Association of School Business Officials (ASBO), the American Association of Community and Junior Colleges (AACJC), and other communication mechanisms rather than just the existing formal education agencies and institutions

D. A Rural Education Act

RECOMMENDATION

For	Against	
49	13	**10. Federal legislation should be enacted to enable rural areas to overcome problems that are unique to rural education if these are not adequately addressed by correcting the inequities in present legislation, regulations, and programs. Such legislation would be called the Rural Education Act.**

EXPLANATION

Even if inequities in present legislation and present allocation mechanisms were eliminated so that all rural areas received an equitable proportion of federal funds, there most probably would still be special problems to be overcome, requiring additional resources, before rural areas would be able to mount equivalent educational programs to those provided in nonrural areas. While this might be accomplished by adding separate, special "isolation factors" to existing formulas, a more efficient way would be the enactment of a special Rural Education Act. Such an act would have the additional advantage of focusing attention on the unique problems and advantages of rural education and rural schooling.

II. LINKING RURAL DEVELOPMENT AND RURAL EDUCATION

A. Enhancing Local Initiative

RECOMMENDATIONS

For	Against	
57	4	**11. The federal government should make available funds in such a way that they increase the capacity of rural populations to assess broadly the local needs that affect the provision of effective educational programs, and to initiate and implement activities to meet those broader community needs.**
53	10	**12. Particular emphasis should be placed on supporting community-based organizations, committees, and institutions which involve a cross section of the community in a collaborative effort to meet some local community need which inhibits the provision of effective educational programs.**
54	9	**13. Rural communities and organizations should be enabled and encouraged to combine funding from various agencies or programs in order to improve the delivery of educational services and further the community development process.**

EXPLANATION

Not only are the needs of rural populations unique, they will differ from one rural community to another. Furthermore, within any given rural community, the needs are interrelated.

The broader issues of poverty, high unemployment or underemployment, economic decline, and high in- or outmigration affect rural education more directly and identifiably than in larger cities.

Yet too often rural community development efforts ignore the local education system and do not provide for its involvement. And too often the only institutions eligible for federal education resources are the schools and school districts. Particularly in rural communities, the isolation of schools from the other institutions of the community greatly restricts effectiveness.

Increasingly it is apparent that the recipients of services must take an active, responsible, coordinative role in their delivery to insure their appropriate use.

Support and encouragement for organizing appropriate mixes of local people, organizations, and institutions to solve local problems would yield large dividends in the effectiveness with which educational and other services are delivered.

Yet at present laws and regulations require most federal monies to be administered separately. While this may make sense where large sums are involved, in most rural areas a particular district's or community's allotment is generally so small that the separate administration is highly inefficient. Combining funding at the local level, or at least combining the administrative portion of the funding, would greatly improve the coordination and the efficiency and effectiveness of the programs.

EXAMPLES

Among the activities which the federal government should consider are

1. Expanding existing programs (e.g., the Rural Development Act of 1972, Titles I, V, VI) to enhance local ability to acquire, develop, and utilize information resources, services, programs, and technical assistance for rural communities, regardless of size

2. Establishing a program of grants and contracts under the Higher Education Act or the Elementary and Secondary Education Act to promote community-based educational initiatives and community efforts to mobilize local educational resources to combat community problems

B. Investigation of International Experiments

RECOMMENDATION

For	Against
50	13

14. The federal government, through cooperation with international organizations, should report on apparently successful experiments in other countries to link rural education and rural development and make this information widely available to rural people and to the personnel of programs serving rural America.

EXPLANATION

The difficulties that plague efforts at linking rural education and rural development in the U.S. often are absent in other countries. Large scale efforts have been undertaken in other countries, and mechanisms for sharing information among countries are available through such international organizations as the Organization for Economic Cooperation and Development (OECD). Many of these efforts are relevant to the U.S. An effort should be made to find out about them and to disseminate the information.

III. DELIVERY OF SERVICES TO RURAL EDUCATION

A. Special Rural Training Programs and Incentives

RECOMMENDATIONS

For	Against
55	5

15. The federal government should provide resources for the establishment of specialized rural preservice and inservice training programs for teachers and other educational personnel.

16. The federal government should establish incentive programs to attract personnel to be trained for and to provide services in rural schools.

EXPLANATION

Currently only a handful of agencies and institutions offer training programs designed to prepare educational personnel for rural service. The special characteristics of rural communities and rural education have been identified, documented, and ignored. There is now a necessity to develop more focused training of teachers that will allow them to deal effectively and efficiently with uniquely rural problems, while taking advantage of the unique opportunities of rural schooling. Obvious among the problems relating to the preparation of education personnel for work in rural areas is dealing with geographic isolation. Equally important, though perhaps not as obvious, is respect for the great diversity among the thousands of communities that comprise rural America. In addition, given the special concern of the federal government for special populations, particular attention is needed to the unique problems of providing services to special populations in rural areas.

While there are problems, smaller schools more intimately related to their surrounding communities offer unique opportunities. Teachers and administrators need preparation for taking advantage of them.

For a variety of reasons, the ability of many rural communities to attract and retain highly qualified educational personnel is limited. Not only are salaries often lower, but the unique conditions of rural work are unexpected by those trained for urban and suburban classrooms. As in other professions, such as medicine, special incentives can be provided which will attract high quality personnel.

B. Technology

RECOMMENDATION

For	Against
56	4

17. The federal government should expand efforts to develop and utilize appropriate technology in the delivery of services to rural education.

*Votes unavailable

EXPLANATION

Appropriate educational technology appears to have great potential for overcoming large physical distances and for providing a wide variety of high quality instructional programs to any location, however remote. Yet, rural school and rural college personnel are handicapped in keeping abreast of technological developments having potential for the improvement of rural educational practice. Moreover, the high capital costs of technology are a serious constraint on the ability of rural schools to implement technological approaches with high potential. The active involvement of the federal government in disseminating best practices, supporting training efforts, and defraying the costs of installing technological innovations would appear to be particularly valuable as a strategy for assisting rural education.

EXAMPLES

Among the activities which the federal government should support are

1. Compiling current studies and existing information on technological systems, such as computer-based teaching, educational telephone networks, TV and cable TV, satellites, mobile units, etc.

2. Preparing and widely disseminating publications to keep rural educators informed of the uses of technology that could improve educational practice in rural schools

3. Encouraging and assisting state and local rural school districts and rural colleges to identify needs that might be met through utilization of technology

4. Supporting the provision of training opportunities for local staff in adapting appropriate technology

5. Collecting for dissemination from state and local rural school districts and rural colleges reports and results of any educational technology adaptations

James Munro (left) and Paul Nachtigal in a discussion group

C. Educational Services Agencies (ESAs)

RECOMMENDATION

For	Against
51	10

18. The federal government should support the use of education service agencies* in the implementation of federal program initiatives, research, dissemination, and other school improvement efforts focused on rural schools.

EXPLANATION

How states organize systems of education to deliver services is the business of the respective states and not a matter of federal policy. Assuring that whatever delivery system a state elects leads to the equitable distribution of high quality services, however, is the fundamental federal interest. Various forms of education service agencies (e.g., special district ESAs, cooperative ESAs, regionalized SEA/ESAs) presently operating in many states are demonstrating their potential for delivering services to rural schools. This is especially true in the important areas of education of people with handicapping conditions, vocational/technical education, media and library services, curriculum development, staff development, and many other high-cost support services requiring specialized staff and/or equipment ordinarily beyond the means of individual rural schools. There would be great merit in improving the ability of local districts, in conjunction with state agencies, to engage in collaborative efforts through the ESAs serving them. Federal incentives have been important stimuli for collaborative action in the past. In particular, making ESAs eligible to receive funds when part of a collaborative effort would help greatly.

IV. DATA COLLECTION AND RESEARCH

A. Data Collection

RECOMMENDATION

For	Against
60	1

19. The federal government should provide for the systematic collection, compilation, and analysis of data on the status of rural education.

*The intent of this recommendation is to refer to whatever ESAs a state may have, which could include the state Department of Education itself, post-secondary institutions, the extension service of the Department of Agriculture, and any other organization or agency engaged in providing specialized services to rural areas.

EXPLANATION

Currently very limited data are available on rural education. For example, many of the published statistical tabulations of the National Center for Education Statistics fail to report data for school districts with fewer than 2,500 pupils and provide only limited data on school districts located in nonmetropolitan counties.

When rural data is available, the sample size tends to be inadequate for disaggregation by other variables of interest. For example, while the National Assessment of Educational Progress (NAEP) provides data on some rural students across the whole country, the NAEP data cannot be broken down further to look at rural students in the Southeast, black rural stuoents, migrant students in the Southwest, etc. Similar problems exist with other federal data bases dealing with education. In addition, current federal accounting procedures do not permit the tabulation of expenditure data according to the type of school district which is the eventual recipient of federal funds. Lack of this data inhibits consideration of educational equity within rural areas.

EXAMPLES

Data collection activities should

1. Include information on student performance, curriculum and program offerings, staff qualifications and limitations, scope and quality of facilities, education service agencies, and other educational resources, the costs of transportation, the costs associated with the instructional program, pupils with handicapping conditions, and related social, economic, and demographic characteristics of rural populations

2. Be aggregated from existing data bases and/or collected by augmenting the existing data collection efforts of the National Center for Education Statistics and other similar efforts

3. Maximize cooperation with state departments of education, other state education agencies, and local districts in data collection and compilation

4. Be based on samples of sufficient size to permit disaggregation by race, sex, region of the country, district and school size, population density, and types and degrees of rurality

5. Employ a more refined definition of rural than "nonmetropolitan"

6. Review periodically the validity and scope of data bases

7. Be reported in regular publications such as a special rural section of *The Condition of Education*

Government and professional associations working together (James Mecklenburger, left, National School Boards Association; John Martin, House staff member, Committee on Education and Labor)

B. Research

RECOMMENDATIONS

For	Against	
58	2	**20. The federal government should increase its support of research on rural education to enhance local and state abilities to make decisions about rural schools and rural colleges and to provide a sounder basis for federal education policy.**
56	0	**21. The research agenda for rural education should be established in conjunction with rural educators and community members.**

EXPLANATION

Despite the substantial proportion of students who attend school in rural districts, an infinitesimal share of

the federal education research budget has been devoted to the study of rural education issues. Debates and decisions about rural education at all levels of the system — whether or not to consolidate schools, whether rural students receive a "fair share" of federal funds, etc — are often based on competing myths and ideologies rather than objective data and systematic analysis. Improving the educational opportunities of all rural youngsters requires a substantial effort to close the research and information gap, an effort in which the federal government should assume leadership.

EXAMPLES

Probable examples of priority issues for study include:

1. Benefits and problems associated with different size schools in rural areas

2. Trade-offs associated with various school and district size decisions, given rising costs of fuel for transportation

3. Measurement of the quality of education programs being provided in rural schools and rural colleges in different regions of the country and in different types of rural communities

4. Examination of existing data, demonstration projects, and needed areas of research to identify productive practices and processes that affect programs and services in rural schools of various sizes

5. Development of improved dissemination strategies for sharing the results of such research with isolated rural districts

6. The distribution patterns of federal funds between metropolitan and nonmetropolitan areas and among more- and less-rural districts within nonmetropolitan areas

7. Initiation of research studies which expand knowledge about the social and cultural dynamics of different types of rural school systems and about how their dynamics differ from those of urban and suburban school systems

8. The feasibility of integrating or coordinating appropriate education programs with other social service programs in rural communities

V. VOCATIONAL AND CAREER TRAINING IN RURAL AREAS

A. Coordination of Training Programs

RECOMMENDATION

For	Against
61	2

22. The federal government should provide for formal coordination of federal programs for rural youth, adults, and communities concerned with career/vocational education, adult education, employment training (CETA), and economic development.

EXPLANATION

There is a relative lack of coordination of federal education training programs. Each program type seems to have been conceived and implemented with little regard for its potential complementary role with other programs. A large-scale nationally coordinated effort is needed to attain better program efficiency and responsiveness to comprehensive rural training needs.

B. Guidance and Counseling

RECOMMENDATION

For	Against
59	4

23. The federal government should sponsor the identification and development of guidance and counseling programs and materials that focus on the unique needs of rural learners.

EXPLANATION

While little empirical evidence exists, there seems no doubt that rural youth and adults are basically without sufficient and quality career guidance and counseling. This condition results in

1. Unrealistic career aspirations, high or low

2. Unstructured and disjointed career planning

3. Unemployment or underemployment due to replacement, job maintenance, and transition adjustment problems

EXAMPLES

Among the activities the federal government should support are

1. Identifying guidance program materials and practices which have proven to be effective in rural educational settings

2. Establishing specialized career vocational counselor training programs that focus on the unique needs of small, rural schools

3. Helping develop guidance programs addressing the unique needs of adults and out-of-school youths in rural communities

C. Demonstration Delivery Systems

RECOMMENDATION

For	Against
55	3

24. The federal government should support research, program development, and evaluation of educational service delivery systems which are especially tailored to bring career/vocational services to rural children, youth, and adults.

EXPLANATION

Children, youth, and adults in small, rural schools have rarely had the full access to career/vocational education and employment training programs available to their urban counterparts. Because regional training sites may officially encompass a large geographic area while actually serving a small population clustered nearby, the most geographically isolated rural students still have little real access. Exploration of other alternatives is badly needed.

EXAMPLES

Alternatives the federal government should support include:

1. Area vocational centers
2. Community-based satellite programs
3. Mobile facilities
4. The use of educational technologies

D. Program Designs for Rural Occupations.

RECOMMENDATION

For	Against
62	1

25. Vocational educaton supported by the federal government in rural areas should include programs which provide the broad base of diversified knowledge and skills which are often required for employment and entrepreneurship in rural areas as well as for supplementary income and rural survival.

EXPLANATION

Because job markets in rural areas are limited (encouraging outmigration) and often rapidly changing, vocational education programs need to teach transferable skills. In addition, rural people can benefit from skills which allow them to supplement a lower mean income by taking advantage of available rural resources (e.g., gardening, limited animal husbandry, woodcutting, etc.). The value of such vocational education must be judged in terms of its long-run benefits. Vocational programs (including vocational agriculture and home economics) should be evaluated on the basis of the general usefulness of the skills and knowledge imparted, in addition to specific job placement.

E. Rural Women

RECOMMENDATION

For	Against
56	8

26. The federal government should establish research and action programs to meet the specific needs of rural women, especially those who are entering or re-entering the labor market.

EXPLANATION

Rural women are at a disadvantage within an already limited rural job market. They need special programs to help them make informed decisions about occupational options, career planning, and values issues within a comparatively traditional culture. Such programs must be made fully accessible to rural women.

EXAMPLES

Among the activities that the federal government should support are

1. Counseling programs for rural women
2. Skills training
3. Assistance in gaining access to nontraditional occupations
4. Support services (e.g., day care) for rural women who want to work

VI. ENERGY AND RURAL EDUCATION

A. Increasing Energy Costs and Transportation

RECOMMENDATION

For	Against
61	3

27. The federal government should assess the wisdom of school consolidation policies in relation to the impact of rising fuel costs and shortages on school transportation.

Work groups hammer out recommendations in each of six categories.

EXPLANATION

For many years the trend has been to consolidate smaller schools and/or school districts into larger, more comprehensive facilities and/or districts. These consolidations were intended to provide student access to expanded programs and curriculum offerings, achieve economies of scale, and improve education. More recent research indicates that effective educational programs have been conducted in relatively small facilities. This, coupled with dramatically increased transportation costs, suggests the need for a re-examination of economies of smaller satellite education centers. Such a study would determine the potential savings in energy and capital investment for a limited number of arrangements, i.e., what advantages and disadvantages occur when transportation is cut and decentralized facilities are utilized or constructed? What are the costs/benefits of various combinations?

EXAMPLES

Among the studies that should be supported are

1. An examination of the costs in dollars and energy to replace buses with facilities that will meet the need of rural education, compared to employing the same costs to continue busing.

2. A comparison of the social advantages and disadvantages, e.g., more time in school activities, racial balance, increased or decreased staffing

B. Energy Conservation in Rural Buildings

RECOMMENDATION

28. The federal government should develop a program of energy conservation measures relevant to rural schools and rural colleges and provide technical assistance in the implementation of these measures.

EXPLANATION

The impact of the energy situation on rural schools and rural colleges is unique. Most schools were designed and built in a time when energy was inexpensive and abundant. Construction funds were limited, and major emphasis was placed on achieving adequate space and facilities. Little, if any, regard was given for the energy efficiency of the structures. Lighting, ventilation, heating and cooling systems were overdesigned. These inherent building characteristics, coupled with poor maintenance programs, have resulted in facilities that waste as much as 25 to 50 percent of the energy used.

These structural problems are further compounded by the nature of the public school enterprise. Schools, unlike business and industry, are unable to pass on the higher cost of energy to their customers. Since fuel expenditures must be budgeted 6 to 12 months in advance with only limited information and weak projections of increased costs, districts may have to radically trim their educational programs to meet rising cost. Budgets are entrenched in traditional expenditure patterns wherein 75 to 85 percent of the budget is designed for personnel costs, with as little as 3 to 5 percent allocated for energy. Because funds for capital improvements are virtually nonexistent, implementing energy-saving improvements is nearly impossible.

Finally, rural schools lack the technical help to solve energy problems. In many cases, maintenance and conservation efforts are assigned to personnel who have other full-time responsibilities. Energy problems cannot be properly assessed because records are incomplete or nonexistent. Even when attempts are made to improve the energy efficiency of schools, apathy, limited technical knowledge, and lack of public support bring the process to a standstill. In short, school personnel do not know "what to do," "how to do it," nor have the "money to do it."

*Votes unavailable

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